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Role of UNDP in crisis and post-conflict situations

Summary

The increased incidence and risk of violent conflict and natural disaster in programme countries means that demand for UNDP services in crisis and post-conflict (CPC) environments is also on the increase. The commitment of UNDP to eradicating poverty and empowering the poorest and most vulnerable groups shapes its growing development work to break the pernicious cycle of crisis, poverty and risk that is fuelling instability world-wide. While UNDP has been active in such situations for several decades, the environment in which the organization is operating has changed dramatically. Reforms at the United Nations, universal calls for a shift to a global "culture of prevention", a new system-wide approach to peace missions and a growing body of experience on the shortcomings of today's handling of transition processes, are some of the primary forces requiring that UNDP update its CPC strategy. In all these instances, development cooperation has been identified as a critical link to success. These forces for change represent important opportunities for the organization to play its pivotal role within the United Nations system. Experience also suggests that UNDP CPC programmes would benefit from greater coherence – coherence within this portfolio, coherence between CPC and other UNDP interventions, and coherence between UNDP and other actors. Programmatic coherence in this field is built around the global UNDP priority of addressing the needs of the poor, especially women and children, by reducing vulnerability and risk, through interventions at the community and national levels, and through strategic upstream policy advice. Core business areas include: a continuation of the successful Area Development Programme approach; support to democratic governance institutions and strengthening of the rule of law; and an approach to transitions whereby UNDP programming provides an essential bridge between relief and development operations. The renewed commitment of UNDP to partnerships and its role as manager of the resident coordinator system in particular is the underpinning for enhancing its coherence among other actors in the CPC domain.

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The role of UNDP in crisis and post conflict situations is strictly limited to addressing the development dimensions of these situations. This development focus draws upon and supports the broader mission of UNDP to enable sustainable social and economic development. The substance of the organization's work in crisis and post-conflict environments, therefore, with its strong emphasis on local capacity-building, needs-identification and management is not intrinsically different to its work in other circumstances. The way in which the organization operates in these environments, however, must be different and failure to deal with this reality in the past has led to an uneven performance and to perceptions of institutional unpredictability by some key partners. Reforms to corporate systems that involve staff competencies, deployment, resource management and mobilization and programming procedures are under way to bolster the operational performance of the organization. Better integrated headquarters backstopping for select country offices and closer oversight by the Executive Team and senior managers for such operations will ensure greater discipline vis-à-vis corporate policies coupled with new incentives to reward staff that serve and perform well in these duty stations. These reforms complement the change process launched by the Administrator in his Business Plans. Commitment is also required of the Executive Board to support this realignment of UNDP CPC programmes through financial and in-kind resources and political support.

Contents

		Paragraphs	Page
I.	Introduction	1–3	4
II.	Policy overview	4–18	4
	A. Context: the interplay between crisis and development	4–15	4
	B. The changing institutional environment	16–18	8
III.	Taking stock	19–32	9
	A. The track record	19–30	9
	B. Key challenges	31–32	13
IV.	Coherence in products and services	33–51	13
	A. Maintaining a focus on poverty eradication	35–40	14
	B. Support to coordination	41–42	15
	C. New approaches for CPC activities	43–44	16
	D. Conflict prevention	45–46	16
	E. Natural disasters: reducing risk and vulnerability	47	17
	F. Recovery	48–49	17
	G. Peace-building	50–51	18
V.	Predictability: organizational challenges and the CPC tool box	52–65	19
	A. The right skill-set at the country level	54–56	19
	B. Knowledge networking	57	20
	C. Sufficient financial resources at the country level	58–60	21
	D. Maximum programming flexibility at the country level	61	22
	E. Integrated headquarters support for country operations	62	22
	F. An improved organizational culture	63–65	23
VI.	Conclusions	66–69	24
Annex			
	Legislation on the role of UNDP in crisis and post-conflict situations		25

I. Introduction

1. Natural disasters and civil strife have become the all-too-common crises of the developing world. At the same time, there have been significant changes in the institutional environment in the development community, reforms at the United Nations and a better understanding generally of the role of development in the crisis context. UNDP is therefore reappraising its role in the crisis and post-conflict (CPC) sphere to ensure that it remains responsive to country demands and relevant to the overall effort for sustainable development and durable peace.

2. The present report draws on the dialogue held with the Executive Board on the role of UNDP in CPC situations at its second regular session 2000 (see document DP/2000/20, paragraphs 152-168). Board members emphasized the importance of this area for the future work of UNDP and called for greater clarity on the conceptual underpinnings that would inform this work and an open discussion on the operational changes required to meet the challenges. Three informal sessions were subsequently held with Board members to focus on natural disasters (June 2000); conflict prevention (July 2000); and recovery and transition situations (August 2000). These informal sessions were invaluable in providing additional information on areas where Board members wanted to see greater emphasis, express concerns about certain dimensions of the CPC agenda and discuss in greater detail the specific components of this portfolio.

3. Building on these discussions, the report maps out the rapidly changing external environment in which UNDP CPC activities are being conducted and the evolving understanding of the development dimensions of crisis (chapter II). It reviews key lessons that have emerged from past CPC programming by the organization (chapter III) and drawing from this analysis, the report then outlines a refocused framework for UNDP CPC activities, one whose coherence is built on a focus on the poor and vulnerable, leveraging partnerships more effectively, and introducing new approaches to this work with regard to conflict prevention, peace-building, risk reduction and recovery programming (chapter IV). The paper then reviews the overall changes required to respond more effectively in this challenging environment (chapter V).

II. Policy overview

A. Context: the interplay between crisis and development

4. The trends that define many new-generation conflicts as complex development emergencies include the rise of internal conflicts, the regional spread of instability and destruction, the collapse of state capacity, high levels of civilian involvement, the generalized and targeted violence against women, the destructive impact on the lives and livelihoods of communities and the mixed responses of the international community. Of the 34 countries that are furthest away from achieving the international development goals established at United Nations global

conferences in the past decade, 22 are affected by current or recent conflict[1] and of the 27 major conflicts occurring in 1999, 25 were internal.[2].

5. At the same time as the risk of conflict has risen, there has been an increase in natural disasters and an accumulation of disaster risk that is posing a threat to lives, livelihoods of the most vulnerable strata of the population especially women and children, and development prospects in many programme countries. Total losses in the Central American countries worst hit by Hurricane Mitch in 1998, for example, were estimated at over $6 billion, representing 13 per cent of the 1997 gross domestic product (GDP) of the region. In addition, compelling evidence shows that frequently occurring small and medium-scale disasters not registered in global databases may cause up to twice as much accumulated damage as large scale catastrophes.[3] The impact of natural disasters on development is thus related to a process of permanently accumulating disaster occurrence, loss and perpetuation of poverty; it is not limited to occasional extreme events.

6. The combination of these crises is disabling the human, social, physical and institutional capital that is needed to generate development gains for present and future generations. It constitutes a threat of sizeable proportion to the achievement of durable peace and sustainable development. Coping with crisis and seeking long-term solutions to their causes have become, of necessity, part of the challenge of eradicating poverty. Sub-Saharan Africa, a region much affected by conflict and natural disaster, for example, has seen a decline of 21 per cent in real GDP per capita between 1981 and 1998 (see Human Development Report 1999). Similarly, countries such as Afghanistan, Haiti and Sierra Leone have seen a much slower improvement in their human development index during the same period compared to unaffected countries. In response to these crises, humanitarian assistance as a share of declining Official Development Assistance increased from 4 to nearly 9 per cent between 1988 and 1998.[4]

7. In the face of increasing crisis and conflict, the imperative of prevention, which is enshrined in Article 1 of the United Nations Charter, is currently gaining momentum through calls for a global paradigm shift towards a "culture of prevention". For the Security Council, the General Assembly, the ECOSOC and other key organs of the United Nations, the message is a consistent one: Members of the international community must do better at preventing crises and prevention is - morally and financially - better than cure. In his report to the Security Council on the causes of conflict and the promotion of durable peace and sustainable development in Africa (A/52/871 – S/1998/318), the Secretary-General made the case forcibly: "For the United Nations there is no higher goal, no deeper commitment and no greater ambition than preventing armed conflict. The prevention of conflict begins and ends with the promotion of human security and human development" (paragraph 2).

8. Irrespective of its multifarious sources, violent conflict is man-made, and thus, avoidable; conflict and peace are created and both can be influenced by outside

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1 OECD/DAC; *Measuring Development Progress: A Working Set of Core Indicators* http://www.oecd.org/dac/Indicators

2 Economic Causes of Civil Conflict and their Implications for Policy, World Bank, June 2000

3 The Network for Social Studies on Disaster Prevention in Latin America (LA RED, 1999, DesInventar: Disaster Database, Cali, Colombia).

4 Global Humanitarian Assistance 2000 (Independent Report for IASC), May 2000, page 4

and indigenous actors. As such, violent conflict represents in part a fundamental breakdown in development processes that are national, regional and, at times, global. This realization has led to a growing need for UNDP and its partners to assess the potential impacts of its own development strategies. Reluctance to address this in the past in part reflected a desire to protect the integrity of development programmes and insulate them from these more controversial issues. UNDP cannot continue to do so. It must develop new methodologies and tools to integrate concern for prevention of violent conflict into its programming and measure the impact of development strategies and different types of projects on the risk of conflict. Social and economic change can be destabilizing. It is therefore important for development and conflict-prevention strategies to address issues such as inequitable distribution, exclusion, inequality, burden-sharing and displacement and their impact on conflict. Development will be sustainable only if strategies incorporate concern for their impact on tensions that could lead to violence and promote measures to counteract such tensions.

9. The most recent and far-reaching statement on the peace and security roles of the United Nations can be found in the *Report of the Panel on United Nations Peace Operations* (A/55/305 – S/2000/809) to the Secretary-General (henceforth referred to as the Brahimi Report after the panel chairman). The report calls for a radical overhaul of the United Nations peace missions and points to the overdue need for an integrated approach to the development and implementation of conflict prevention, peace-keeping and peace-building activities, the latter "in effect, a hybrid of political and development activities targeted at the sources of conflict" (paragraph 44). The reforms proposed in the Brahimi Report envision a holistic approach by the United Nations to peace missions, one that goes well beyond traditional peace-keeping and singles out the untapped potential of UNDP as a partner in this area and identifies UNDP as "best placed to take the lead in implementing peace-building activities" (paragraph 46) in cooperation with other United Nations organizations. The report defines peace-building as "activities undertaken on the far side of conflict to reassemble the foundations of peace and provide the tools for building on those foundations something that is more than just the absence of war" (paragraph 13). In specific terms, it mentions the reintegration of former combatants into civilian society, strengthening the rule of law and promoting democratic development, improving respect for human rights, and promoting conflict resolution and reconciliation techniques as examples of peace-building activities (paragraph 13). More generally, the report calls for a more systematic addressing of the root causes of conflict and the promotion of equity and sustainable development as a necessary foundation for peace. These activities lie at the core of UNDP development work.

10. At the Millennium Summit in the days that followed the release of the Brahimi Report, Heads of State attending the Security Council noted that poverty, disease and human-rights abuses are causes of conflict. In its resolution 1318/2000 of 7 September 2000, the Security Council strongly encouraged the development of "comprehensive and integrated strategies to address the root causes of conflicts, including their economic and social dimensions". The Brahimi Report has far-reaching consequences for UNDP and represents a unique opportunity to close the circle between the de facto operational peace-building in which UNDP and its partners have been engaged and the broader peace and security efforts of the wider United Nations.

11. The interrelationship between the development process and natural-disaster mitigation is also increasingly well established. While it is not possible to avoid entirely crises caused by nature, the wide disparity in the human and economic impact of disasters underlines the potential for improved management of these kinds of crises and also points to the interrelationship between the event and its impact, and the development process that has preceded it. Disaster occurrence and consequent loss are increasingly seen as indicative of flawed, unsustainable development. Land use and economic development patterns in many countries lead to increasing physical, social and economic vulnerability with differing impact on women and men. Environmental degradation and mismanagement may aggravate the frequency, severity and predictability of hazards such as flood, fire, landslides and drought. When countries fail to factor hazard and vulnerability into their development policies, strategies and plans, then economic growth and social welfare risk become eroded by large-scale losses from disaster. For instance, even though drought is often considered a cyclical event, planning processes do not always take their inevitability into account. Ensuing rescue and relief activities therefore often create dependency rather than building on assets. In recognition of the importance that the global community gives to combating drought, the United Nations Convention to Combat Desertification (CCD) was adopted in 1994 to provide a new approach to sustainable development in the world's drylands that focuses on community participation as the starting point.

12. Both national and international approaches to disaster continue to emphasize the need to improve emergency management and response. Large-scale disasters are treated as isolated, abnormal events, unrelated to ongoing development processes. While effective emergency management plays a vital role in avoiding loss of life and suffering, it generally fails to make the connection between disasters, risks and development. As such, it is unable to address the accumulation of risks in either development or in post-disaster recovery. Increasing investments in emergency relief and reconstruction over recent decades have not been reflected in reduced disaster occurrence and loss. As the combined costs of losses from disaster, humanitarian assistance and reconstruction investment become unsustainable, there is increasing support for a new approach.

13. The management of recovery processes overall has also received increasing attention in recent years as gaps have repeatedly emerged between relief and development efforts. While development agencies have important roles to play in conflict situations, questions of coordination, coherence and complementarity are essential. Even with appropriately planned and coordinated efforts, there are a number of critical areas where gaps frequently arise in transitional situations. It is clear that in transitions, there is rarely a smooth hand-over between relief and development interventions. This hand-over can ultimately be assured only by strong local leadership and participatory decision-making. Ironically, at the moment when local capacity is most important, international assistance has tended to marginalize national leadership.

14. Crisis and post-conflict situations present a major challenge to development assistance but also constitute a unique opportunity for UNDP to demonstrate the importance of its own core mandate – that of building national capacity for long-term growth and sustainable development. The fact that the number of countries vulnerable to crisis and the risk of conflict is likely to grow in the short- to medium-

term only further underlines the need to strengthen the role of UNDP in helping programme countries to address the challenges of these vulnerabilities.

15. Recognition of the development dimensions of crises means accepting a number of assumptions about how crises occur, how they can be prevented and how best to recover from them during a fragile transitional process. These assumptions are essentially threefold: (a) crises are indeed manageable, i.e., they do not happen in a vacuum and in most cases do not represent an isolated event separate from the development process that preceded them; (b) the successful prevention or mitigation of crises and successful recovery from crises ultimately depend on the degree to which local leadership and ownership of the associated strategies is achieved; and (c), closely related to (b), effective support to prevention or recovery from crises requires long-term engagement and commitment.

B. The changing institutional environment

16. The past decade has been a period of significant institutional adaptation as the development community has turned its attention to crises with a renewed appreciation of how, individually and collectively, members can better assist countries vulnerable to, or caught up in, crisis. These developments have opened up a host of new, different kinds of partnerships. The World Bank, for example, once rarely operating in complex emergencies, is now active in places such as East Timor, Kosovo and Sierra Leone, operating with significant grant funds. The Office of the United Nations High Commissioner for Refugees (UNHCR) has over the past decade expanded its activities beyond protection and repatriation to include reintegration measures. The Department of Political Affairs (DPA) has over the last two years opened four Post-conflict peace-building offices headed by representatives of the Secretary-General, tasked to provide leadership on the development of peace-building strategies. The Office for the Coordination of Humanitarian Affairs (OCHA) emerged from the former Department for Humanitarian Affairs (DHA) in 1997, with a strong, field-based capacity for humanitarian coordination and uses the Consolidated Appeal Process with increasing success as a planning and coordination tool. The result has been a convergence of actors working in crisis and post- conflict situations, with different mandates, operational modalities, resources and aims. Forging new partnerships and establishing more robust coordination systems is a critical challenge for the coming period.

17. This convergence of actors working in the crisis and post-conflict environment and an increasing appreciation of the need to approach operations in an integrated fashion place a higher and higher premium on UNDP support to the wider United Nations and to coordination processes generally. The extent of UNDP commitment to this challenge was reflected in the results-oriented annual report (ROAR) for 1999, which reported a $73 million investment in support to the United Nations system for the reporting period. While country offices are estimated on average to spend 30 per cent of their staffing resources on support to the United Nations system, the reality in the CPC context may in fact be much higher. In duty stations such as Afghanistan and Angola, for example, resident coordinators report spending as much as 90 per cent of their time on humanitarian functions. Since the Resident Coordinator normally serves as Humanitarian Coordinator, the two functions are currently de-linked in only four out of 17 countries to which a

humanitarian coordinator has been appointed. Of the 134 resident representatives, 119 also serve as designated official on behalf of the United Nations Security Coordinator's Office (UNSECOORD).

18. In a more recent innovation designed to tighten the linkages between the political framework of the United Nations presence in a country and its operational activities, the Resident Coordinator in Haiti and in Tajikistan were appointed Deputy Special Representative of the Secretary-General. In Guinea-Bissau and in Liberia, the Resident Coordinator has also been appointed Deputy to the Representative of the Secretary-General heading the post-conflict peace-building offices in these countries. The Brahimi Report notes these precedents and recommends that "this practice should be emulated wherever possible" (paragraph 99) suggesting that these arrangements will become more common.

III. Taking stock

A. The track record

19. Against this backdrop of increasing demand for an effective response to the challenges of the crisis and post-conflict programming environment, UNDP has developed a rich body of experience in the area.

20. Over the last four years, funding from target for resource assignment from the core (TRAC) line 1.1.3 has provided a financial backbone for UNDP activities in CPC situations. Since 1997, a total of $155 million has been invested through TRAC 1.1.3 by financing 250 projects across all regions: 43 per cent has been allocated to community recovery projects; 25 per cent to disaster mitigation and response; 11 per cent to peace processes; 8 per cent to mine action; 7 per cent to institutional support; and 3 per cent to coordination and the preparation of strategic frameworks. The success gained in using TRAC 1.1.3 to mobilize non-core funds has been impressive. While it is difficult to estimate with complete accuracy, a conservative estimate suggests that average annual TRAC 1.1.3 allocations of $40 million since 1996 have leveraged $100 to $150 million in non-core resources each year, in the form of cost-sharing, trust fund and in-kind resources. For example, a Bosnia TRAC 1.1.3 commitment of $7.1 million leveraged an additional $70 million from other donors. The $6.1 million for Guatemala leveraged $150 million; the $12.5 million for the Programme of Assistance to the Palestinian People (PAPP) leveraged $130 million; and $2 million for Kosovo has mobilized more than $50 million in one year alone. In 1999, UNDP core investments of close to $6 million for mine action have been complemented by over $37 million in non-core resources. TRAC 1.1.3 and non-core resources are, however, only a partial reflection of the overall resources committed by UNDP to the type of activities described in the present report. Cumulative investments through TRAC lines 1.1.1 and 1.1.2 in the 17 countries where the Inter-Agency Steering Committee (IASC) has currently designated a humanitarian coordinator were over $430 million for the period 1992 to 1996.

21. From this portfolio of activities which has been well documented elsewhere, following broad conclusions emerge:

(a) UNDP operations in CPC situations are based on its general programming, aimed at sustainable human development, with activities adjusted to meet specific CPC needs and challenges;

(b) UNDP operations in CPC situations have been strongly country-driven;

(c) UNDP operations have given primacy to capacity-building under local leadership;

(d) UNDP has leveraged its trusted partner status to assist Governments in dealing with some of the more sensitive aspects of post-conflict recovery, such as electoral support, rule of law and national reconciliation processes;

(e) UNDP programming has provided a balance to the more visible targeted operations of the relief community by supporting whole disadvantaged communities rather than target groups such as internally displaced persons (IDPs) or returnees directly;

(f) UNDP has brought continuity to peace-building and recovery processes;

(g) UNDP has played its part as a key member and coordinator of the United Nations community;

(h) UNDP has supported regional cooperation where appropriate.

Fuller details on these conclusions are given in the following paragraphs.

22. *Country-driven operations.* While UNDP country programmes are characterized by the same comprehensive approach across all regions, they also emphasize that programmes be tailored to unique country-specific needs. For instance, UNDP re-entered the development arena in Cambodia with the introduction of the Cambodia Resettlement and Reintegration Programme (CARERE) in the early 1990s. This area development approach focused on the reintegration of returnees from Thailand as well as the demobilization of soldiers. In post-conflict Rwanda, UNDP adjusted its ongoing programme to address the needs emerging as a result of the crisis. This included the restoration of key State functions, assistance to the Government to define the principal policy direction of key ministries (such as those of planning, justice, finance, home affairs, local development, public administration and the Office of the Prime Minister) and the mobilization of resources needed for successful policy implementation. At the height of the conflict in the Central African Republic, the UNDP office redirected its assistance to support the ongoing mediation process. More recently, UNDP entered Kosovo at an early stage through its Village Employment and Rehabilitation Programme (VERP) and its Small Enterprise and Development Programme (SED). The former addressed the combined problems of unemployment, deteriorated infrastructure and environment through the promotion and implementation of labour-intensive, small-scale, public works projects at the village level targeting the most vulnerable geographic areas and groups for its interventions. During the latter, UNDP developed a partnership with two non-governmental organizations (NGOs), for the provision of delivering small and medium-size enterprise development loans to restart local industry and businesses in two of the neediest regions.

23. *Building local and national capacity.* Local and municipal structures are increasingly important in carrying out the medium- and longer-term planning to

support social and economic recovery in post-crisis situations. In Afghanistan, Bosnia, Kosovo and Mozambique, UNDP has incorporated a strong focus on local/district or municipal planning and governance into area-based schemes. Key partners in this effort have included national governments, civil society organizations (CSOs), local NGOs and legal and human rights groups.

24. *Leveraging sensitive areas of development.* Working in the area of rule of law and the security sector, UNDP programmes have broken new ground to restore human security in conditions of generalized insecurity and impoverishment. In the Democratic Republic of the Congo, El Salvador, Haiti, Rwanda and Somalia, UNDP programmes have supported such areas as civilian oversight of security institutions, training of civilian leaders, officials and police forces on security-related matters, support for the reform of police forces and human rights training. In 1998 UNDP, with the Department for Disarmament Affairs of the United Nations Secretariat (DDA), piloted a 'weapons-for-development' project in Albania. UNDP is now using this same approach of integrating weapons collection, security, and community-based development in countries such as the Democratic Republic of the Congo and Somalia and in the West African region. In these programmes, a vital aspect is not only to decrease access to small weapons but also to create and provide a supportive economic environment to ensure that ex-combatants and civilians have the means of sustaining themselves in society after disarmament.

25. *Supporting disadvantaged communities.* UNDP programmes have supported the economic recovery process in countries emerging from conflict. Mine action programmes in Angola, Azerbaijan, Bosnia and Herzegovina, Cambodia, Lao People's Democratic Republic, Mozambique and Yemen have freed up valuable agricultural land and contributed to food security and safe livelihoods. Microcredit programmes have initiated and strengthened small businesses (for example, for women in Cambodia and Tajikistan), one-off grants have built schools and health centres and small arms have been swapped for development projects. The somewhat intangible, but perhaps most important investments, have been made in supporting social structures that were devastated by war. Identifying community priorities has been the business of representative local committees. Planning has been done at the community level with an increasing awareness of the significant role of women in post-conflict development efforts. Area development programmes in more than 25 countries, in collaboration with the United Nations Office for Project Services (UNOPS) and other partners promote economic and social recovery, and facilitate reintegration processes, allowing ex-combatants, returnees and IDPs to find their niche in a peace-time economy.

26. *Continuity for peace-building.* Working alongside peace processes, UNDP interventions have played a vital role in consolidating peace and security. For example, in Cambodia, Central African Republic, El Salvador, Guatemala, Haiti, Rwanda and Tajikistan, UNDP programmes have played an explicit role in a wider peace process. This has taken the form of support to electoral processes, disarmament and reintegration, or national capacity-building. In Central America, UNDP has gained considerable experience in the peace processes, beginning with its first efforts to take on tasks such as the demobilization and reintegration of ex-combatants in El Salvador and Nicaragua and culminating in Guatemala with the establishment of low-profile but effective facilitation and catalytic activities in almost every major area of the peace accords (land-tenure issues, justice and

security reforms, women's rights, resettlement and reintegration, fiscal reform, indigenous rights, among others).

27. *Working in partnership.* Within the United Nations system, UNDP has underwritten the major share of the costs for strategic framework processes, implements 15 of the United Nations 21 mine action programmes and has supported 19 of the 35 requests received by the DPA Electoral Assistance Division, to mention a few. Most importantly, as Resident Coordinator, as Humanitarian Coordinator, or as Deputy Special Representative of the Secretary-General (or a combination thereof) the UNDP Resident Representative is key to the effective working of the overall system of supporting countries in crisis and post-conflict situations. UNDP has also actively supported resource mobilization and coordination efforts to support countries recovering from crisis (such as the Rome Conference on Mozambique in 2000) and, with its development partners, is working with OCHA to link the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) tools with the Consolidated Appeal Process.

28. Building partnerships has been a feature of UNDP work in CPC situations and includes joint operations with UNHCR in Azerbaijan, Cambodia, Central America and Rwanda and with the World Bank in countries such as Mozambique, Sierra Leone and Turkey. In Guatemala, a new kind of partnership with the international financial institutions (IFIs) included the heavy involvement of UNDP and former project staff of the Programme for Displaced Persons, Refugees and Returnees (PRODERE) in the design of the Inter-American Development Bank's innovative community development programme for peace (DECOPAZ), which sought to restore the social fabric in former conflict zones. Also unique in Guatemala was the UNDP partnership with the United States Agency for International Development (USAID) and the International Office for Migration (IOM) on demobilization and reintegration issues, where UNDP (using TRAC 1.1.3. and bilateral funds) and USAID shared the role of principal funders and IOM served as the principal implementing agency for both.

29. Complementing the involvement and rich experience already accumulated by UNDP in the above sectors is the direct involvement of the United Nations Volunteers programme (UNV). Over the past decade, UNV volunteers from all over the world have been contributing their skills, time and dedication to every major CPC situation. In the last 18 months alone, close to 1,500 UNV volunteers were actively working to support the peace efforts in East Timor, Kosovo and Sierra Leone. Whether in electoral, civil affairs or conflict-resolution missions, the UNV programme and UNV volunteers have consistently been involved in the field work of DPA, DPKO, OCHA, UNHCR, the World Food Programme (WFP), UNDP itself and most of the other United Nations specialized agencies, funds and programmes. The Brahimi Report explicitly recognizes the contributions of UNV and the volunteers and foresees a continuous involvement as part of a comprehensive staffing strategy for peace operations.

30. *Regional cooperation.* Working with regional organizations has also been a critical component of the broader peace-building efforts of UNDP. Three decades of support to the Mekong River Committee in South-East Asia, for example, has resulted in a stable intergovernmental organization that kept working throughout the turmoil in the region in the 1960s and 1970s. Since 1995, UNDP has been providing support to the Organization of African Unity (OAU) for early warning and conflict

prevention. More recently in West Africa, UNDP has been working closely with the Economic Commission for Africa (ECA) to support peace-building initiatives in the Mano river countries.

B. Key challenges

31. The lessons of experience pose two particular challenges. First, there is a clear need for improved coherence in all UNDP activities. In the broad spread of UNDP development activities, a better balance must be found between maintaining a manageable set of strategic entry points and related products and services in CPC situations on the one hand and responding to the wide range of requests for support on the other. Enhanced coherence will have many spin-offs, from allowing UNDP to leverage the resultant economies of scale to building a better platform on which to strengthen its corporate identity. Greater coherence will also contribute to making UNDP a more predictable partner. The elements needed to bring renewed coherence to UNDP development programming in CPC situations are outlined in chapter IV.

32. The issue of predictability is the second key challenge for the future. Effective partnerships with new and existing partners require UNDP to focus on its clear comparative advantages and to deliver in those areas consistently and effectively. A frank assessment of UNDP experience in CPC situations must recognize that UNDP plays a pivotal role in some situations and is of marginal significance in others. The reforms needed to ensure that the UNDP response to CPC challenges is built on corporate systems and strategies that work are reviewed in chapter V.

IV. Coherence in products and services

33. In setting its strategy for future work in CPC situations, UNDP must remain responsive to country demands and build on its clear comparative advantages and experience. It is important, as indicated above, that this strategy be built on the strong coherence of all UNDP interventions and that it reflects the new policy and institutional environment in which UNDP operates: it must introduce a series of contemporary approaches to the work of UNDP in conflict prevention, the reduction of risk and vulnerability, recovery and peace-building.

34. The need for greater coherence has two dimensions. In the first instance, it calls for greater coherence within the UNDP portfolio of development activities for CPC situations. In this context, UNDP work in this realm will constitute one of the major thematic areas of focus in the global cooperation framework, 2001-2003. Second, greater coherence is called for between UNDP CPC activities and that of the work of the organization in its wider poverty eradication efforts. UNDP support to countries in preventing or recovering from crises must not be an "add-on" to its other activities. Its niche in this environment is not to pose as a relief agency; rather, its value-added stems from the same assumptions that apply to UNDP activities elsewhere: the trust it enjoys from Governments, its multisectoral approach to promoting sustainable development, its emphasis on capacity-building, its support to coordination and, most importantly, its emphasis in all situations on promoting human development and poverty eradication.

A. Maintaining a focus on poverty eradication

35. The UNDP focus on the vulnerable and disadvantaged as its primary beneficiaries – which is the hallmark of all its programming in more than 170 countries - must remain the cornerstone of its work in CPC situations. In the context of disaster prevention, key entry points that can reduce vulnerability must be prioritized. In recovery processes, UNDP assistance must target those hardest hit by the crisis, particularly women. As in the past, UNDP peace-building efforts must continue to be built from the ground up.

36. Area development programming will remain the common platform for community-level activities, targeting areas most affected by reintegration processes in particular. Interventions will focus on:

(a) Restoring livelihoods in the wake of crises. UNDP interventions will encompass, where appropriate, mine action to free up agricultural lands, micro-credit and employment-generation activities such as labour-based infrastructure work;

(b) Restoring social capital, by reactivating community structures and decision-making systems, especially by ensuring the equal participation of women;

(c) Restoring security through the demobilization of ex-combatants and the removal of small arms from the community;

(d) Strengthening the coping strategies of the vulnerable (especially women and children) in absorbing shocks, through food security or micro-insurance schemes;

(e) Restoring essential social services.

37. The unique development role of UNDP is also reflected in its integration of upstream and downstream perspectives as a necessary fusion of immediate and strategic development responses in CPC situations. In fact, the operational aspects of development action on the ground inform, build and lend credibility to the more general strategic aspects of support to national planning and capacity-building, policy dialogue and advocacy through state, civil society, regional and global institutional channels.

38. Downstream poverty eradication efforts will therefore be complemented by upstream policy advice and technical cooperation for institution-building, critical to establishing an enabling environment for peace and sustainable development. The global cooperation framework is one of the mechanisms that will contribute to the provision of policy advisory services. UNDP interventions in this sphere of policy advice and technical cooperation will focus on:

(a) Strengthening governance institutions and processes at the national and local levels;

(b) Supporting reform in the legal, institutional and security sectors to ensure the rule of law;

(c) Identifying strategic institutional entry points to improve the delivery of essential services;

(d) Supporting coordination structures, such as reintegration or reconstruction commissions, that seek to improve interministerial collaboration for recovery efforts;

(e) Enhancing national planning processes for reintegration, demobilization or recovery processes;

(f) Improving vulnerability-mapping and hazard-mapping;

(g) Enhancing public sector management.

39. UNDP will leverage its trusted status as a development partner to assist programme countries, particularly in the sensitive area of the rule of law. It has become clear that violent conflict often arises when respect for the rule of law breaks down as a result of unsound or ineffective constitutional, legal or institutional systems or because of the lack of effective implementation. Conversely, conflicts arising for other reasons may result in the collapse of the rule of law. A society where the rule of law is absent will inevitably be prone to conflict and will lack the enabling environment that is a prerequisite for sustainable development and poverty eradication. Support to the rule of law implies strengthening national efforts to ensure that the government is representative and acting in compliance with the constitution and the law. It also implies the need for a legal framework consistent with international norms and standards, an accountable executive, clear separation of powers, an independent judiciary, fair and effective administration of justice, a civilian-controlled military and police, public procedure in the adoption of legislation, effective means of redress available to all citizens, and a culture of rights.

40. Restoring basic individual security in the aftermath of crisis is also of paramount importance. Rebuilding credible institutions at the national and local levels is critical to this endeavour in order to ensure the respect of human rights, the viability of economic restoration and the legitimacy of the entire transition process. Tackling these efforts in parallel with efforts to reform the legal system and civil society as a whole will ensure that there is an informed national debate and participation in the process of re-establishing these key institutions.

B. Support to coordination

41. Collaborative advantage is as important as comparative advantage if UNDP is to assert its moral, institutional and operational legitimacy as the international development agency best placed to coordinate the development dimensions of peace-building in crisis transition, recovery, and prevention. While the organization has worked hard over recent years to build a clearer neutrality around the role of the Resident Coordinator, the two roles of UNDP – i.e., UNDP as UNDP and UNDP as the custodian of the resident coordinator system - remain deeply interlinked. Almost without exception, there is an aspect to every UNDP field project that is designed, consciously or otherwise, to support the Resident Representative in his or her coordination responsibilities, either as Resident and/or Humanitarian Coordinator. This strategic importance of the UNDP function in support of coordination processes was also one of the primary conclusions of a corporate evaluation undertaken in 1999 of the role of UNDP in the post-conflict sphere.

42. UNDP will continue to invest heavily in coordination processes in the CPC environment. This investment will take the form of:

(a) Leadership - UNDP will continue to advocate the combining of the Resident Coordinator/Humanitarian Coordinator functions to improve the interlinkages between relief and development work;

(b) Funding support - through the Resident Coordinator Fund managed by the United Nations Development Group Office;

(c) New coordination modalities - through the adaptation of existing tools such as the CAP, CCA and UNDAF for more effective prevention and recovery;

(d) New coordination tools – through, for example, increased investment in information technology systems (building on excellent work already done in East Timor, Lebanon and Venezuela over recent months);

(e) Resource mobilization support - perhaps the most critical moments for building coherence throughout the United Nations system. The International Reconstruction Conference held in Rome, 3-4 May 2000 in response to the Mozambique disaster is an excellent precedent for recovery-focused resource mobilization;

(f) Knowledge networking –through, for example, the network of policy specialists that will facilitate the analysis and sharing of lessons learned and best practice at country, regional and global levels.

C. New approaches for CPC activities

43. To enhance responsiveness, UNDP must view its work as a development agency in CPC situations through a series of contemporary approaches with specific regard to conflict prevention, risk and vulnerability reduction, recovery and peace-building. These approaches imply an enhanced understanding of the CPC environment in which UNDP works, identifying new challenges to be addressed and formulating responses that aim to not only answer those challenges but also to transform the situations themselves.

44. The adoption of these approaches provides a cross-cutting perspective on the work that UNDP does with communities and Governments to create an enabling environment for development through capacity-building and policy formulation. Such a perspective guides and reorients UNDP development activities to respond to a set of imperatives that cut across crisis situations. It further underpins the coordination role of UNDP and informs the partnerships developed with various actors.

D. Conflict prevention

45. A conflict-prevention approach identifies more systematically structural risk factors such as inequitable resource distribution, discrimination, inequality, exclusion, unfair and ineffective administration of justice, burden-sharing and displacement and resettlement. It also assesses the impact of development strategies and different types of technical cooperation interventions on the risk of violent conflict. It focuses on decreasing the key risk factors that fuel violent conflict such

as: (a) inequity, by addressing disparities among identity groups and effects on gender relations; (b) inequality, by addressing policies and practices that institutionalize discrimination; (c) justice, by promoting the rule of law and the effective and fair administration of justice; and (d) insecurity, by ensuring human security and strengthening accountable, transparent and participatory governance that promotes equitable economic growth, inclusive social development and national ownership of development programmes.

46. Prevention also supports efforts to strengthen institutions of democratic governance and traditional mechanisms that manage the peaceful resolution of conflicts in society as a key aspect of development. This focus aims to empower local actors to address conflict through peaceful means. Conflict prevention strategies must therefore be developed in close consultation with Governments and communities.

E. Natural disasters: reducing risk and vulnerability

47. It is impossible to prevent all natural disasters but it is possible to manage and reduce the levels of risk. The imperatives of an approach that seeks to reduce risk and vulnerability are to strengthen national capacities for managing and reducing disaster risk on a permanent basis and ensure that risk considerations are factored into all its development assistance. The key to achieving a sustainable reduction in disaster occurrence and loss lies in factoring risk management and reduction considerations into both development and post-disaster recovery on a permanent basis. Risk management is a process that involves evaluating all the different risk factors that characterize a risk scenario and developing strategies for mitigating the different factors. UNDP efforts to ensure that programme countries have access to the right information to reduce risk will increasingly take the form of vulnerability-mapping or hazard-mapping at the national level. To facilitate this process, at the global level, a key new initiative involves the launching of a global world vulnerability report that will highlight contemporary trends in the evolution of natural disaster risk and vulnerability patterns across countries and regions around the world and, in particular, the role of relevant and effective policy and strategy frameworks in reducing risks of natural disaster.

F. Recovery

48. Expectations are high on the part of programme Governments and the donor community that UNDP will leverage its multisectoral programming, its long-term engagement and its role in developmental and humanitarian coordination to provide an effective bridge that spans the relief-to-development gaps that have hindered recovery efforts to date. A recovery approach focuses on how best to restore the capacity of the government and communities to rebuild and recover from crisis and to prevent relapses. In so doing, recovery seeks not only to catalyse sustainable development activities but also to build upon earlier humanitarian programmes to ensure that their inputs become assets for development. Rather than a hand-over, UNDP understands this transition as a process of identifying development needs and beginning the work of recovery as early as possible, drawing upon existing development resources and creating new, appropriate and adapted resources for development to respond to these needs. The recovery approach focuses on closing

the gap between relief and development through the effective working together of these elements to move towards a period of reintegration and rehabilitation.

49. While direct support for the coordination of national efforts among international assistance providers and between the national and international community is available for humanitarian relief efforts through established mechanisms such as the United Nations Disaster Assessment and Coordination (UNDAC) teams, no similar mechanism exists to support assessment and coordination efforts for transition recovery. Therefore, UNDP is currently developing a pilot programme of transition recovery teams designed to respond to the particularities of the transition environment and to meet the specific needs of this important process of moving to sustainable recovery. These teams, through the United Nations Resident Coordinator and the UNDP Resident Representative, will achieve this by taking over from where the UNDAC teams leave off . They will ensure the preparation and begin the implementation of a strategic approach and will programme the transition initiatives needed to build an effective bridge between the assistance provided through previous and ongoing humanitarian activities and the development cooperation efforts of long-term capacity-building, incorporating peace-building and sustainable development concerns, as appropriate. The teams will ensure that these activities are integrated within a framework of national planning priorities by supporting the continued strengthening of effective coordination mechanisms among United Nations Country Team members and partners as well as local and national authorities and civil society. Apart from assisting in the fostering of collaborative working partnerships with humanitarian organizations, bilateral development agencies and multilateral financing institutions, the teams will be responsible for facilitating the interagency assessment, planning, programming and management of specific transition actions. Finally, the teams will also play a crucial role in establishing a consultative process and the substantive framework necessary for special donor consultations to mobilize resources for transition programme activities.

G. Peace-building

50. UNDP welcomes the emphasis placed in the Brahimi Report on the development aspects of peace-building, such as the active engagement of local parties, effective civilian governance and the disarmament, demobilization and reintegration of former combatants. If peace-building is about economic recovery, the removal of small arms from the community, the rebuilding of governance institutions, the launching of reconciliation processes, the releasing of land for agricultural purposes, and the rebuilding of social capital, then in Bosnia and Herzegovina, Cambodia, El Salvador, Haiti, Mozambique, the Philippines and Uganda, to mention only a few, UNDP and its development partners have been peace-building for decades. This has been peace-building from the ground up. The critical integration of this operational peace-building into the wider United Nations peace effort appears finally to be in sight.

51. UNDP peace-building aims to build and enable durable peace and sustainable development in post-conflict situations. Inside and outside of crises, sustainable development aims to promote effective and accountable public institutions and policy frameworks, socially inclusive policies and programmes for national development, and economic and social strategies that create the lasting

conditions for the poorest and most vulnerable groups, especially women, to make choices that secure their lives and livelihoods. From a development perspective, it is these economic and social building blocks that lay the foundations for peace and prosperity by addressing the build-up of insecurities that can cause, trigger or escalate conflict behaviour. UNDP is responding to the challenge to harness its untapped potential as an implementing partner for United Nations peace-building strategies. For UNDP, as the development agency of the United Nations, the challenge of peace-building is clear: how can development policy and programming assume their rightful responsibilities in laying the foundations for an integrated vision of economic, social and human security?

V. Predictability: organizational challenges and the CPC tool box

52. To achieve this vision of a predictable UNDP responding effectively to challenges in prevention, recovery and coordination in the CPC environment, the organization must put in place important operational reforms upon which these activities will rest.

53. The underlying strategies of these goals presume that UNDP will continue to improve the quality of its staff on the front line, its ability to raise financial resources to support these activities, the programming tools it deploys to respond to this fast-changing environment, and the way in which it manages these challenges to ensure coherence, discipline and greater integration within the organization. These institutional challenges are not unique to the CPC environment but form an integral part of the change process launched by the Administrator in his Business Plans. Many of the changes needed are thus already in progress.

A. The right skill-set at the country level

54. UNDP will do better in ensuring that it has the right people in the right place to respond to the complex and fluid challenges of the CPC environment. Investment in this goal will undoubtedly have the greatest multiplier effect.

55. These changes must begin at the top. UNDP resident representatives are perhaps under more scrutiny for their performance than any other agency representative in the field. This is obviously a function of their critical leadership role at the country level, in serving simultaneously as Resident Coordinator, Designated Official, in many cases as Humanitarian Coordinator, and more recently, as Deputy Special Representative of the Secretary-General. The organization has a cadre of outstanding resident representatives/resident coordinators that are able to balance the extraordinary demands of this work. In many cases, UNDP resident representatives are having a profound effect as leaders of the United Nations development and humanitarian communities. UNDP recognizes, however, that its pool of qualified individuals to manage these situations needs to be wider, as the number of such transition situations increases. In order to meet this challenge, candidates are selected from the wider United Nations system, ensuring that the right individuals serve in these duty stations. The Resident Representatives/Resident Coordinators in Angola, the Democratic People's Republic of Korea, and the Republic of the Congo, for example, are from the World Food Programme (WFP) in

the first two cases and IOM in the last. UNDP will continue to cast its net wide to identify the right person for these assignments and a pool of pre-qualified candidates is being developed for this purpose, led by the Development Group Office, the Emergency Response Division, OCHA and UNSECOORD.

56. To ensure strong programming teams at the country level, a series of measures have already been launched. First, training for CPC work is being provided to staff at all levels. With the support of the Governments of Norway and Sweden, 130 UNDP staff serving in the Burundi, Central African Republic, Democratic Republic of the Congo, Republic of the Congo and Rwanda have now participated in an intensive training programme tailored to the programming needs of CPC environments. A further 50 UNDP staff have benefited from the early warning and preventive measures training provided by the United Nations Staff College in Turin, with financial support from the United Kingdom. Second, UNDP is investing significantly in its specialist deployment capacity. The 15 temporary emergency posts created by the Executive Board form the backbone of this deployment capacity. A major retooling of these posts has taken place over the last 12 months. These posts are now deployed in a much more strategic fashion (during 2000, for example, in Afghanistan, the Democratic Republic of the Congo, East Timor, El Salvador, Guatemala, Haiti, Kosovo, Republic of the Congo, Sierra Leone, and Somalia); most importantly, headquarters is able to field personnel against these posts within three to four weeks of requests. To cover the interim period, three of the posts have been set aside for four-week deployments at 48 hours notice, based out of the ERD Geneva Office. Furthermore, ERD projects that it will be able to double the number of people serving against the posts in 2001 through a judicious management of extrabudgetary income from it's the UNDP Trust Fund for Crisis, Post-Conflict and Recovery Situations. Two innovative staffing agreements with the Danish and Norwegian Refugee Councils have also expanded the UNDP deployment capacity. Under these agreements, five specialists were fielded (financed by the Government of Denmark and the Government of Norway) on six-month tours, covering mine action, reintegration and reconstruction in 2000. UNDP is actively seeking additional staffing agreements of this kind. A special collaboration with UNV will see a specialist cadre of a further 12 UNV volunteers available within 72 hours for deployment to support country offices in 2001. The transition recovery teams (an initiative outlined in paragraph 49) are also expected to make a key contribution to this challenge. Furthermore, the growing network of UNDP field-based policy specialists will assist country offices in the area of policy advisory services. Increased South-South cooperation is also envisaged as ERD in collaboration with the Special Unit for Technical Cooperation among Developing Countries (SU/TCDC) documents, disseminates and facilitates the sharing and transfer of expertise already existing in developing countries in areas such as disaster preparedness, mine action and peace-building.

B. Knowledge networking

57. The subregional resource facility (SURF) system and its knowledge networks are a key initiative designed to take full advantage of the key UNDP asset, the knowledge base of its extensive network of country offices, optimizing the use of the organization's existing but globally spread capacity. Through the establishment of thematic networks, country offices will share comparative experiences and other

information, discuss policy and obtain timely advice from colleagues around the world on CPC topics. This will enable UNDP to work smarter to promote collaboration between country offices and build on successes and lessons learned.

C. Sufficient financial resources at the country level

58. Financial resources to implement programmes are also obviously a key requirement to achieve this ambitious agenda. TRAC 1.1.3 clearly represents the backbone of UNDP financial tools for its CPC work. As noted in paragraph 20, since 1997, over 250 projects have been funded through TRAC 1.1.3, from flood mitigation in Viet Nam, to small arms collection in Mali, from peace-building in Guatemala to mine action in Chad. A review of TRAC 1.1.3 undertaken in 1999 underscored the wide impact of these activities, the responsiveness of this facility to unforeseen country demands, and its widely accepted contribution to supporting coordination efforts well beyond UNDP. The review also identified the need for ongoing reform of the facility to ensure that it is utilized more strategically, built around a more coherent framework and benefits from a simplified programming procedure in order to complete the task begun with its creation in 1997. Reductions in core funding have also taken their toll on TRAC 1.1.3, with its annual budget dropping by as much as 48 per cent in real terms, from approximately $50 million in 1996 to $26.1 million in 2000. In the future, TRAC 1.1.3 will be used more strategically, responding to a smaller number of strategic opportunities and challenges and coupled with a strong human resource support to the country office. UNDP will also henceforth set aside at least 25 per cent of TRAC 1.1.3 resources for preventive interventions.

59. In the current climate of diminishing core resources, the importance of non-core resources takes on greater urgency. In addition to the cost-sharing record on TRAC 1.1.3 projects identified in chapter III, a growing interest in thematic trust funds among donors also promises important dividends for UNDP CPC work. In late 1999, UNDP opened the *Trust Fund for Support to the Prevention and Reduction of the Proliferation of Small Arms*. The $2.8 million in pledges and receipts to this Trust Fund from Belgium, Switzerland and the United Kingdom has allowed UNDP to make a significant start in applying its holistic approach to small arms within the security sector in Albania, El Salvador, the Republic of the Congo, Somalia and most recently, the Solomon Islands.

60. The *Trust Fund for Crisis, Post-Conflict and Recovery Situations* was established in March 2000 and to date has raised $38 million in pledges and contributions for key activities in, for example, Afghanistan, Eritrea, Indonesia, Mozambique, Sierra Leone, Sudan and Venezuela from a number of donors, in particular the Governments of Australia, Italy, Netherlands, Norway and the United Kingdom. The strong donor response reflects a growing appreciation for the UNDP approach to recovery programming outlined in the present report. This in turn appears linked to a unique approach whereby donor contributions are supported by a strong technical support service to the country office concerned by ERD. Despite this strong start, demand for this type of assistance from programme countries far outstrips the current resources. It is projected that income from this trust fund will finance a significant part of ERD technical services over the coming year, thus alleviating the burden on administrative and TRAC 1.1.3 resources. A parallel facility for in-kind support to UNDP CPC programmes is also being developed for

technical cooperation among developing countries to tap the vast expertise already available in such fields as mine action, disaster-mitigation and reconciliation processes in many programme countries (see paragraph 56).

D. Maximum programming flexibility at the country level

61. Better equipped staff with a stronger resource base require an improved programming tool box to deliver results in the form and time frame required for the challenges of crisis and post-conflict programming. Here, the Executive Board has already carried its share of the workload. In creating TRAC 1.1.3 in 1997 and allowing the flexibility of direct execution in crisis situations through its decision 98/2, UNDP has the latitude it requires to deliver the necessary results. Significantly, the potential of direct execution has not been maximized. To support this modality further, a restricted number of country offices will be reviewed by the directors of the respective regional bureaux to establish advance eligibility for direct execution management, for review on a 12-month basis. In future, UNDP will also automatically allow financing for direct execution under TRAC 1.1.3/Category II "sudden response" allocations since the circumstances of these emergency releases are fully in the spirit of the Board's guidance on the direct execution option. The forthcoming strategic evaluation of direct execution will also provide a unique opportunity to review the partnership UNDP enjoys with UNOPS, particularly with regard to TRAC 1.1.3 (47 per cent of which is currently executed by UNOPS).

E. Integrated headquarters support for country operations

62. Country offices that are charting the uncertain waters of a disaster-recovery or peace-building process require coherent backstopping from their headquarters colleagues. The regional bureaux, as always, are the first line of support to their country offices. An operation such as that in Sierra Leone today, or Mozambique in the first half of 2000, however, require integrated support from an array of headquarters units, from human resources to finance to programme management to mine action specialists. One of the primary roles of ERD is to support the regional bureaux in pulling these resources together, particularly at times of crisis. The organizational proximity of ERD to the Associate Administrator underscores its cross-unit catalytic role. Increasingly, the Associate Administrator is convening dedicated task forces to bring together an integrated headquarters team for a brief period when it matters most, to excellent effect. While operational strategies are best left to the field, there is a need for more consistent institutional strategies in these situations. Where the need exists therefore, the Executive Team itself will review the institutional strategy for a given situation that will be applied with discipline throughout the organization from headquarters to the field. A set of standard operating procedures is also being prepared by ERD in consultation with other units to ensure that certain measures are taken automatically when a country situation meets certain criteria. Improved collaboration between ERD, the regional bureaux and the corporate information technology team is also required to ensure that country offices are able to operate on a strong information technology platform, one that in these situations is characterized by great fluidity and a need for rapid decision-making and information exchange. These three teams coalesced effectively in late 1999, for example, to establish in less than six weeks a dedicated Internet

connection for East Timor that now services large parts of the United Nations peace mission as well as all operational agencies. This sort of collaboration will become more common. Last but not least, the security of staff is becoming a matter of increasing concern. Security assets have also been upgraded in late 2000, with the establishment of a small unit inside ERD to complement the outposted security team at UNSECOORD.

F. An improved organizational culture

63. The need for changes in the corporate culture of UNDP, widely called for in the Administrator's Business Plans, is no more evident than in connection with its crisis and post-conflict programming. Operations in these environments are by definition more risky than elsewhere. The UNDP Resident Representative commonly finds himself or herself drawing a road map that will change by the week and having to make decisions that in some cases are indeed about life and death. The organization will better recognize this by creating improved incentives for staff to serve in these challenging duty stations. The Administrator is also currently considering introducing, in a phased manner, a standard requirement that promotion to the P-5 level and beyond will now require at least one tour of duty in a crisis country duty station.

64. Changes in corporate culture are also needed at headquarters. Units with oversight responsibilities must also meet their responsibilities to support offices in meeting accountability requirements. The use of matrix management by headquarters units is already paying dividends. Joint operations between, for example, ERD disaster specialists and the specialists at the Office to Combat Desertification and Drought (UNSO) and the Gender-in-Development Programme of the Bureau for Development Policy (BDP) and UNIFEM are becoming commonplace. ERD is also working with the United Nations Capital Development Fund (UNCDF) on the needs and challenges of reconstruction programmes. The Sustainable Energy and Environment Division of BDP and the Human Development Report Office have worked with ERD in the preparation of a world vulnerability report for 2001. The UNDP CPC framework has evolved dramatically as a result of this interaction.

65. Finally, cultural change is required in the interaction of UNDP with the outside world. Greater secondments both into and out of UNDP are contributing to strengthen the partnership perspective upon which the success of UNDP depends. The Panel on United Nations Peace Operations has also created a new space for enhanced collaboration with United Nations system partners and a number of secondments are planned to the new structures envisaged in the Secretary-General's implementation plan of the Brahimi Report, such as the integrated mission task forces and the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat (EISAS).

VI. Conclusions

66. UNDP welcomes the growing recognition in the international community of the central role of development cooperation in crisis and post-conflict situations. Increasingly, it is acknowledged that emphasis must be placed on development as a tool of crisis prevention as well as a means to ensure sustainable recovery and social and economic progress in the aftermath of crisis.

67. In the coming years, UNDP will significantly strengthen its operations in crisis and post-conflict situations. It will continue to work in close collaboration with programme country Governments and local communities to help to enhance national capacities to prevent conflicts, to minimize the damage caused by natural and man-made disasters and to manage recovery and peace-building processes effectively. It will strengthen its role as a key partner within the United Nations system and beyond, and as a mobilizer and coordinator of international assistance in post-conflict situations.

68. Staff capacities are being upgraded and the ongoing organizational reform processes will lead to a more streamlined organization with improved capacities at the front-line, our country offices. Rapid response and specialist deployment capacities are also being established to enable the organization to respond quickly to requests for assistance in crisis and post-conflict situations. To support these initiatives, additional efforts will be made to increase core and non-core funding.

69. With these measures in place, UNDP will be in a position to take a strong leadership role in the international aid operations in crisis and post-conflict situations and to support programme countries effectively in their efforts to build capacities that will enable durable peace and sustainable development.

Annex

Legislation on the role of UNDP in crisis and post-conflict situations

Role of development

- In its resolution **46/182** of 19 December 1991, the General Assembly established the central importance of development in the midst of emergencies. Reports of the Secretary-General to the Economic and Social Council on field coordination (**A/49/177** and **E/1994/8**).

- Report of the Secretary General "Renewing the United Nations: A Programme for Reform"(**A/51/950**) and the corresponding resolutions of the General Assembly (**52/12A and 52/12B**).

- In its resolution **1318 (2000)**, the Security Council called for, inter alia, the "promotion of durable peace and sustainable development in Africa" and "integrated strategies to address the root causes of conflicts, including their economic and social dimensions."

Role of UNDP: Executive Board decisions

- Recognizing that preventive and curative development must often be addressed simultaneously in the midst of crises (**decision 95/23**; see also documents DP/1995/15 and DP/1995/32).

- Allocation of 5 per cent of UNDP core resources in TRAC 1.1.3 for resources for development in countries in special situations (**decision 95/23**).

Disaster mitigation and preparedness

- In paragraph 16 of its resolution **52/12B**, the General Assembly assigned responsibilities to UNDP for "operational activities for natural disaster mitigation, prevention and preparedness".

Mine action

- In its resolution **53/26**, the General Assembly assigned duties to various United Nations agencies for mine action. UNDP was assigned responsibility for capacity-building for mine action in addition to addressing the socio-economic aspects of landmines.

Coordination

- General Assembly resolutions **32/197, 42/196, 44/211, 47/168, 48/209** and in particular resolution **47/199**, provide the overall framework for the coordination of operational activities in CPC environments through the resident coordinator system, funded and managed by UNDP. The concept of a single official for the coordination of operational activities for development within the United Nations system came as part of the restructuring of the economic and social sectors of the United Nations system initiated by General Assembly resolution 32/197 (1977). In that resolution, the General Assembly decided that, on behalf of the United Nations system, overall responsibility for, and the coordination of, operational activities for development carried out at the country level should be entrusted to a single official who should exercise team leadership and ensure a multidisciplinary dimension in sectoral development programmes.

- In its resolution **46/182,** the General Assembly further affirmed that "the resident coordinator should normally coordinate the humanitarian assistance of the United Nations system at the country level. He/she should facilitate the preparedness of the United Nations system and assist in a speedy transition from relief to development".

- The coordination role of UNDP in countries in CPC situations was further strengthened in the Secretary-General's programme of reform, granting the Administrator membership in the Executive Committees for Peace and Security and Humanitarian Affairs, in addition to the chairmanship of the Development Group (**General Assembly resolutions 52/12A** and **52/12B**).